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30 MAR 1962

MEMORANDUM FOR: Director of Personnel

SUBJECT : A Review of the Junior Officer Training Program (Internal)  
as of 31 December 1961

1. Periodically this staff has been making an analysis and review of the input, progression and attrition of all trainees currently in, and all graduates of, the Junior Officer Training Program. This is the first time in this review that "Internal" trainees, i.e., on-duty personnel selected for this program, have been compared with or, analyzed separately from "External" trainees, i.e., personnel specifically hired by the Agency for the Junior Officer Trainee Program.

2. The "Internal" Junior Officer Training Program was originally under the Office of Personnel. It was established in the Office of Personnel by Agency Regulation [ ] dated 14 January 1956 and titled "The Junior Career Development Program". The CIA Career Council at its thirty-first meeting on 26 July 1956 transferred this program to the Junior Officer Training Program of the Office of Training. Regulation [ ] was rescinded on 15 August 1956 by Regulation [ ] "Junior Officer Training Program". The employees in the Junior Career Development Program were officially transferred from the Office of Personnel to the Office of Training in October of 1956.

3. Since its inception fifty-two on-duty employees have been selected for the "Internal" JOT Program. Thirty of the thirty-two that have graduated are still with the Agency. Two graduates have resigned. This remarkably small attrition rate is evidence of the career motivation of the employees who were selected into and graduated from this program.

Thirteen on-duty selected employees are currently in the program undergoing training; six from the DD/P, four from the DD/I and three from the DD/S. Two of the thirteen are at the present time participating in the Officer Candidate School, part of the Junior Officer Trainee Program. Since its beginning in 1956 five "Internal" trainees resigned while in the program. This attrition rate is low in consideration of the time the program has been in operation. (Tab A-1).

4. Almost half, twenty-five, of the "Internal" JOTs were selected from the DD/I area; whereas approximately one-quarter, thirteen, were selected from the DD/P and one-quarter, fourteen, from the DD/S. (Tab A-1). In contrast with the large number of DD/I on-duty personnel selected for training as "Internal" JOTs only one graduate of this program is currently assigned to the DD/I; whereas twenty-three are assigned to the DD/P and six to the DD/S. (Tabs A-2 and A-3).

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5. An Age and Grade Comparison of "Internal" and "External" trainees and graduates of the Junior Officer Training Program shows the following:

	<u>Average Age</u>		<u>Average Grade</u>	
	<u>Internal</u>	<u>External</u>	<u>Internal</u>	<u>External</u>
A. Trainees Currently in JOT Program Tab B-1	29.3	27.3	8.6	8.1
B. Graduates- Total Tab B-2	33.6	31.1	11.4	10.8
C. Graduates- CSCS Tab B-3	33.8	30.8	11.0	10.5
D. Graduates- Support Tab B-4	33.2	33.5	12.3	12.0
E. Graduates- DD/I Tab B-5	32.0*	32.4	13.0*	11.9

\* There is only one "Internal" graduate assigned to the DD/I Career Services.

Evident from the above, the "Internal" trainee and graduate is generally from two to three years older than those externally recruited and has an average grade generally one-half a grade higher.

6. A comparative analysis of progression of the "Internal" and "External" graduate JOTs (Tab C-1) reveals that the first class (1956) "Internal" trainees selected for this program had a much higher average grade, GS-11, at time of entrance than any succeeding class. Since that time the average grade for succeeding classes has decreased to generally grade GS-09. The average grade at entrance in the program for "External" recruits has generally been at grade GS-07. The progression of Internal and External JOTs has been at about the same rate. The 1956 Internal Class causes a distortion in overall statistical analyses of any of these groups because of its considerably higher average entrance grade. However, the progression of the 1956 class is considered to be in line with that of other Internal or External classes.

While the entrance grade of the Internal on-duty selected trainee is generally slightly higher than that of his externally recruited counterpart it has been the policy of the JOTP for the past few years to have Internal trainees graduate from the program as close as possible to the grade of the overall class. This obviously lengthens out the time in grade of the Internal

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trainee at the lower middle grades while in the JOTP. This policy is dictated to a large extent by the grade at which the receiving career service can assimilate the trainee upon graduation. This is in terms of the individual's qualifications in relation to those of other JOT graduates and Junior Professional Personnel of the receiving career service.

Tab C-2 presents an analysis of the progression of the "Internal" and "External" JOTP graduates assigned to the Clandestine Services. This analysis clearly indicates that overall the "Internal" on-duty selected JOT is progressing at the rate of, or in excess of, the rate of the externally recruited JOT. Twenty-three of the thirty graduate Internal JOTs are assigned to the Clandestine Services. Six are assigned to the Career Services of the DD/S and one to the DD/I. Their progression distributions by class are presented in Tabs C-2 and C-3. While the DD/S and the DD/I Internal trainees appear to be progressing along with the other Internal and External trainees, they are too few and scattered to permit significant evaluation.

7. Tab D is a listing of the names of the fifty-two people who have been selected for the Internal Junior Officer Training Program, including: their organizational location, position title and grade at time of selection; the current organizational location, position title and grade if graduated; and information regarding those selectees who resigned as a trainee or graduate.

The "Internal" trainees when selected were occupying thirty-three separate types of positions. A wide variety considering the fact that the total number of selectees was only fifty-two. The thirty Internal graduates are assigned to seven different position categories.

The majority of the DD/P selectees were Intelligence Analysts and Intelligence Assistants, or Administrative Officers or Administrative Assistants; the DD/I personnel were either Intelligence Officers or Analysts; half of the DD/S selectees were in various types of Security positions. A summary is presented for each major directorate.

8. The chart below shows the number of "Internal" and "External" JOTP recruits and their average grade for calendar years 1960 and 1961.

Calendar Year	Internal		External	
	Number	Average Grade	Number	Average Grade
1960	9	8.9	85	7.0
1961*	10	7.3	65	7.4

\* Includes six Internals who entered on duty in the first week in January 1962. The average grade of the four who entered on duty in Calendar Year 1961 was 7.0.

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From the above it is evident that the number of Internal on-duty JOT recruits is maintained at a rather low level in terms of number of selections; and, also, the average grade of selectees is on a decreasing trend.

9A. The Agency regulatory framework for the Junior Officer Training Program, both "Internal" and "External", is contained in HR [ ] "Junior Officer Training Program". The following excerpts from this regulation are concerned with the "Internal" part of this program.

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25X1 A. [ ] a, Policy (2) -

"To be eligible for the JOTP, a candidate must have a college education or, in the case of on-duty personnel, its equivalent in experience. On-duty personnel are encouraged to make application for the program. The candidate must also be qualified to undertake assignments of any degree of sensitivity and to medically be qualified for full duty/general. Junior Officer Trainees (JOTs) will be brought into the program at GS grades commensurate with their educational background and experience but normally not to exceed GS-12."

25X1 B. [ ] a, Policy (3) -

"The JOTP will normally extend over a period of two to three years. During this period the externally recruited JOT will have a "ST" service designation. However, JOTs selected from on-duty personnel may retain their service designation. Opportunity for promotion for those in the program will be provided in accordance with Agency regulations."

25X1 C. [ ] a, Policy (4) -

".... Placement of JOTs selected from on-duty personnel will not necessarily be in the office of origin."

25X1 D. [ ] b, Responsibilities (3) Director of Personnel shall:

(b) Assist the Director of Training in identifying qualified JOT candidates from among on-duty Agency personnel.

25X1 E. [ ] b, Responsibilities (4) Deputy Directors shall:

(a) Identify and make available for the JOTP on-duty Agency personnel of high career potential.

(d) Nominate a representative to serve on an advisory panel which will assist the Director of Training in the selection of on-duty candidates for the JOTP."

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25X1A 9B. From the above it is evident that in Agency policy as reflected in HR [ ] it was contemplated that "Internal" trainees would be selected at grades in the range between GS-05 and GS-12. It is believed that the annual intake of the program would be in excess of ten. For the most part on-duty personnel seek consideration for entrance in the program through their own efforts. There is little in the way of organized screening of on-duty personnel either from an organizational or career service standpoint for the Internal Junior Officer Training Program.

10. From the above analysis it is believed it can be concluded that:

- A. The attrition rates of the personnel selected into the "Internal" JOT Program have been low. This is particularly true of graduates of the program.
- B. The "Internal" JOTP has served as a mechanism by which the careers of highly qualified Junior on-duty personnel can be orderly re-oriented. This occurs after a period of time on duty, when interest and motivation can be more clearly ascertained.
- C. The "Internal" JOT program closely parallels the "External" program in that the grades of on-duty personnel being selected are at about GS-07. This grade is generally the entrance grade for Junior Professional Personnel in the Agency JOTP or in Junior Professional Programs in other Federal Agencies.
- D. The progression of the "Internal" and "External" Junior Officer Trainee after graduation has been at about the same pace.
- E. The particular position held at time of selection for the "Internal" JOTP is of little significance.
- F. "Internal" trainees after graduation have generally been placed in the position basic to the major directorate of assignment such as, Area Operations Officer, Administrative Officer or Intelligence Officer.
- G. The full potential of the Internal Junior Officer Training Program is not being utilized in terms of numbers of selectees in the authorized grade range for this program.
- H. The input of Internal JOTs has remained at about ten during the five years of its existence. The average entrance grade has constantly decreased.

11. Recommendations:

That the Personnel Development Board survey the Agency's requirements for training programs for on-duty personnel in terms of:

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- (1) The extent to which the "Internal" JOEP meets this need from the standpoint of the number of on-duty personnel selected annually.
- (2) Steps to be taken to increase the number of personnel available for consideration for this program if current needs are not being met.
- (3) Whether the Internal JOEP should be restricted to Junior personnel at the professional entrance level, i.e., GS-07/09.
- (4) The adequacy of the grade range of "Internal" JOEs selected in terms of the on-duty personnel training requirements.
- (5) The need for a similar type program for on-duty personnel at the intermediate grades either apart from or a part of the JOEP.



Acting Chief, Plans Staff

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